

LOCAL PLAN FIRST REVIEW

Re-deposit Draft, July 2005

Consultation on Proposed Changes to be Submitted by the Borough Council to the Local Plan Inquiry

Sittingbourne Town Centre

November 2005

Introduction

This document contains proposed changes to the Swale Borough Local Plan First Review that was Redeposited in July 2005. It is the Borough Council's intention to submit the changes to the forthcoming Public Local Inquiry into the objections made to the Plan, which is scheduled to commence on 7th March 2006.

In advance of the Public Local Inquiry the Borough Council is publishing the proposed changes for consultation.

The changes seek to provide more detail on the Council's proposals already included in the Plan for the Area Action Plans for Sittingbourne Town Centre (Policy AAP7) and for Land Around Milton Creek (Policy AAP8). Specifically, the changes seek to incorporate into the Plan a land allocation for mixed retail and leisure development in central Sittingbourne, agreed by the Council's Executive on 7th September 2005 and endorsed by Full Council on 28th September 2005.

The proposed land allocation has three inter-related parts to it:

- A substantial mixed retail and leisure development to the north of the railway on the current Sittingbourne Industrial Park, which comprises part of the Area Action Plan for the Land Around Milton Creek already proposed in the draft Local Plan for comprehensive mixed-use redevelopment under Policy AAP8;
- To connect this new development to the town centre, the Council is proposing that a substantial pedestrian and cycle link is provided across the railway, this being an essential prerequisite for the development to the north; and
- Expansion of, and improvements to, the Forum Centre.

The proposed changes to the Plan, presented in this document, comprise in summary:

Change No. 1:	Paragraph 4.61 deleted and replaced with new text and a new Policy (B28) that allocates a site
	for mixed retail and leisure development
Change No. 2:	Proposals Map (Inset Map 13) amended to add the site to which Policy B28 will apply
Change No. 3:	As a result of Change No 1, incidental changes to paragraph 4.62
Change No. 4:	As a result of Change No 1, incidental changes to paragraphs 5.7.2 to 5.7.4
Change No. 5:	As a result of Change No 1, incidental changes to paragraph 5.7.7
Change No. 6:	As a result of Change No 1, incidental changes to Policy AAP7
Change No. 7:	As a result of Change No 1, incidental changes to paragraphs 5.8.1 to 5.8.21 and Policy AAP8

Comments on the proposed changes to the Local Plan should be sent in writing, to be received by the Council by <u>5.00pm on 9th January 2006</u>, to:

Mr S.J. Bessant Head of Development Services Swale Borough Council Swale House East Street Sittingbourne Kent ME10 3HT

Representations can also be e-mailed to <u>localplan@swale.gov.uk</u>, also to be received by 5.00pm on 9th January 2006.

When making comments, please indicate clearly to which change number they relate, and clearly state whether you are objecting to or supporting the change.

All comments submitted will be provided to the Inquiry Inspector and, subject to his agreement, objectors may have the opportunity to give evidence to the Inquiry.

Change	a) Delete paragraph 4.61 and replace with the following:
No. 1	"4.61 Sittingbourne, which is defined as a Principal Town Centre in the Kent-wide hierarchy of retail centres, is the Borough's main retail destination. However, fallin within the catchment area of three nearby larger Sub-Regional Centres (Canterbur Chatham and Maidstone) and the Regional Centre at Bluewater, Sittingbourne is a retail centre in decline. With 62% of the retail spend of the town's residents being lost to these neighbouring centres, the town has fallen dramatically down the national retail centre ranking over the last ten years, and primary shopping rents rose by just 5% between 1987 and 2002. The small size of retail units that the tow currently offers is below that required by the leading retailers, with those retailers that are present occupying units smaller than their national average.
	4.** The town is also poorly served by modern day leisure and entertainment facilities, with residents again travelling to the surrounding centres for these. In addition, the town does not offer a quality hotel, which the Council considers is essential to supporting local businesses as well as developing tourism in the Borough.
	4.** A retail capacity study undertaken during 2005 concluded that by 2016 an additional 9,127 sq m net of comparison floorspace and between 3,295 and 4,119 sq m net of convenience floorspace will be required. However, whilst this increase has regard to the increase in population expected as a result of the residential development proposed in this Plan, it will only serve to maintain the town's current share of retail expenditure – i.e. 38%. It is the Borough Council's view, therefore, that a step-change in retail provision needs to be planned for in order to recapture the ground lost to the neighbouring centres and to prepare the town for further growth upto and beyond 2016. This will be essential if the town is to play its full row in Thames Gateway, and if it is to grow as a sustainable community.
	4.** The opportunities for retail and leisure development within the defined town centre are very limited. Work undertaken by consultants has only identified the redevelopment and/or improvement of the Forum Centre as offering viable potential increase retail floorspace in the town centre. It is possible that a comprehensive redevelopment of the centre could provide upto an additional 15,000 sq m of retail and leisure floorspace. However, scale and design considerations, and its close proximity to the town centre Conservation Area, are likely to mean that the potential additional floorspace would be less than this. Therefore, whilst the Council promotes improvements in the retail offer provided at the Forum Centre in Policy B28 of this Plan, this at best will only provide the floorspace needed to meet the identified capacity necessary to maintain current expenditure levels through the Plan period. Consequently, the Council considers that significant further retail and leisure development needs to be provided beyond the boundary of the defined tow centre, but intrinsically linked to it.
	4.** It is the Borough Council's view, arrived at after considering all potential options, that the most realistic opportunity to provide the step-change in retail provision needed is within the Area Action Plan for Milton Creek, which is promote in Chapter 5 of the Plan. Consequently, an area of some 11.7 hectares is allocate under Policy B28 for a mixed retail and leisure development within that area. This

could potentially accommodate in the order of 29,000 sq m of new retail and leisure floorspace, involving an anchor store and a range of other units. Forming part of the wider Area Action Plan Area, the site should also contribute to the overall open space strategy of the area as part of its leisure function.

4.** Together, the additional provision within the Milton Creek Area Action Plan area and expansion of the Forum Centre will deliver the step-change in retail needed and will secure much needed new leisure provision. It is essential, though, that this expansion in retail and leisure provision is planned in a comprehensive fashion, and it is crucial that the new retail area within the Milton Creek Area Action Plan area is well connected to and integrated with the town centre. Central to the development, therefore, will be the provision of a substantial high quality pedestrian and cycle link between the two areas across (under or over) the railway line. This, in effect, will provide a new north/south retail, leisure and commercial axis connecting the Milton Creek Area Action Plan area to the town centre. The town's railway station will occupy a pivotal role along this axis, and the development will provide the opportunity for direct access from the station both to the north and south. The opportunity will also be provided to enhance the railway station as an integrated public transport interchange, together with improvements to the public realm around the station. The provision of the pedestrian and cycle link will be a pre-requisite to the development proposed.

4.** Policy AAP8 proposes the preparation of a Master Plan to co-ordinate the major mixed-use re-development of the land forming the Milton Creek Area Action Plan. This Master Plan will need to include the planning of the retail and leisure development proposed under Policy B28, including the expansion of the Forum Centre.

4.** In formulating the specific proposals for the allocated land, care will need to be taken as to the impact on the continuing vitality and viability of the High Street as a mixed-use destination. However, some contraction of the current retail function of the High Street will continue to occur. It is important that this change is properly managed, and that in parallel with the preparation of the Master Plan a strategy to manage longer-term change along the High Street is developed.

Policy B28

Land, as shown on the Proposals Map, is allocated for mixed retail and leisure development, comprising:

1. 11.7 hectares of land within the Milton Creek Area Action Plan; and 2. the expansion of the Forum Centre.

As a central component of the development, a substantial pedestrian and cycle link across the main line railway must be provided to ensure that the new retail and leisure development to the north of the railway is fully integrated with the town centre. The link will provide a new north/south retail, leisure and commercial axis linking the Milton Creek Area Action Plan area to the High Street, which will need to be established as a pre-requisite to development.

Development will need to proceed in a planned and co-ordinated fashion in accordance with a Master Plan to be prepared by the Borough Council. This will comprise part of the Master Plan proposed for the wider Milton Creek Area Action Plan under Policy AAP8 of the Plan. For the allocation covered by this Policy, the Master Plan will need to address:

	 a) the scale and type of retail and leisure provision to be made in the two locations; b) the respective design approaches to be followed in the two locations; c) highway, access and parking issues (as part of a wider strategy for the town); d) the form and nature of the crossing of the railway, and an action plan for its provision prior to development; e) necessary improvements to the railway station to ensure accessibility to it from both the north and south, and to enhance its role as a public transport interchange; f) enhancement of the public realm around the railway station, and the provision of open space within the development; g) pedestrian, cycle and public transport links to the wider area, including the site's integration with the other proposals for the Milton Creek Area Action Plan area; and h) the phasing of the development, having particular regard to available highway capacity and the timing of the provision of the Sittingbourne Northern Relief Road. In parallel with the preparation of the Master Plan, the Borough Council will prepare a strategy to manage the longer-term change to the High Street."
Change No. 2	b) <u>Amend the Proposals Map (Inset Map 13) to add the site shown on the</u> <u>attached Plan to which Policy B28 will apply</u>
Change No. 3	c) <u>Amend paragraph 4.62 to read as follows</u> : "4.62 In Faversham and Sheerness, both defined as Urban Service Centres in the Kent-wide retail hierarchy, specific proposals are included as part of mixed-use development proposals within the respective town centre Area Action Plans. For example, the re-use of the remaining un-used buildings at the former Whitbread Brewery in Faversham also includes an element of retail (see Policy MU3). Elsewhere, the provision of local shops associated with new residential development is also promoted where appropriate. For example, it remains the objective of the Council to secure such provision at the Meads and East Hall Farm in Sittingbourne, Thistle Hill at Minster and at Iwade. This will also be an objective as part of the new major residential proposals included in this Plan, for example at Queenborough and Rushenden."

Change No. 4	a) <u>Delete paragraphs 5.7.2 to 5.7.4 and replace with the following</u> :
	"5.7.2 The approach advocated in the AAP supports the strategy of the Plan by promoting the consolidation and growth of the town as a retail centre to minimise the need for people to travel elsewhere for shopping. Part of the aspirations for the town centre are the opportunities present within the adjacent Area Action Plan for the land around Milton Creek. To this end, Policy B28 allocates land for mixed re and leisure development that the Council considers will deliver a step-change in provision. This comprises 11.7 ha of land within the Milton Creek Area Action Plan area and the expansion of the Forum Centre. The Policy requires the two components of the allocation to be linked by a pedestrian and cycle link across the railway, which will provide a new north/south retail, leisure and commercial axis connecting the Milton Creek Area Action Plan area to the High Street. The town's railway station will occupy a pivotal role along this axis, and the development will provide the opportunity for direct access from the station both to the north and south. The opportunity will also be provided to enhance the railway station as an integrated public transport interchange, together with improvements to the public realm around the station
	5.7.* With the major part of this allocation falling within the Milton Creek Area Action Plan, Policy B28 requires that its detailed development be considered as p of the Master Plan proposed under Policy AAP8.
	5.7.* The Borough Council acknowledges that this major new retail provision we re-focus the town's core shopping area along this new north/south axis, and consequently might lead to some further contraction of retail activity along the Hig Street. To manage this longer-term change, the Council considers that in paralle with the preparation of the Master Plan a strategy to manage change along the H Street should be prepared. This strategy must continue to provide for the multi- purpose nature of visits to the town centre and to promote a sustainable mix of retail, financial, leisure, civic, educational and cultural activities in the town centre together with possible increased scope for residential development.
	5.7.* In the meantime, within the currently defined core shopping area, Policy E will continue to be applied to maintain the key retail services and frontages in the centre, together with other important services necessary to underpin vitality and viability. The Policy, though, does allow some flexibility to encourage a greater range of uses to support the role of the centre. For example there may be scope uses that can use the pedestrian friendly nature of the street and extend activity is the evening, alongside other uses that can provide for a lively, diverse, and colour centre. Ensuring that this does not deter the area's attractiveness for new homes reduce safety in the centre will be important.
	5.7.* Part of the core area comprises the centre's Conservation Area. Here it we be important to promote uses that will maintain and enhance the historic character of the street. The area's eating and drinking establishments, especially its remaining historic pubs, are especially important in terms of underpinning the future vitality of the centre and fostering the evening economy.

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Change No. 5	b) <u>Amend paragraph 5.7.7 to read as follows:</u>
	<i>"5.7.7 In addition to that proposed under Policy B28, two sites are allocated for mixed-use development under policies MU7 and MU8, which are intended to redevelop run-down areas and bring in new uses into the town centre, including housing."</i>
Change No. 6	c) <u>Amend Policy AAP7 to read as follows:</u>
	Policy AAP7
	An Area Action Plan is designated for Sittingbourne town centre, as shown on the Proposals Map. Within this area planning policies and proposals will support the objective of consolidating and expanding Sittingbourne's position as a retail, business, cultural, community, education and civic centre for multi-purpose visits.
	A strategy to manage the longer-term change in the High Street, in response on-going retail trends and a re-focusing of retail provision along the north/south axis proposed in Policy B28, will be prepared by the Borough Council in parallel with the Master Plan to be prepared for this development.
	Pending the production of this strategy for the High Street, the Borough Council will grant planning permission for proposals that:
	 maintain and enhance the retail provisions of the core shopping areas, whilst introducing uses that provide greater vitality, viability, diversity, activity and colour;
	2. maintain and enhance key non-retail uses that underpin the retail or community functions of the town centre;
	3. provide for the introduction of appropriate non-retail uses in the secondary shopping areas in accordance with Policy B3;
	 provide for further residential development within space above commercial premises and within redevelopment sites as part of mixed- use proposals;
	5. maintain and increase office floorspace in and around the main shopping streets and at first floor level;
	6. retain and enhance Central Avenue, Roman Square and the Avenue of Remembrance as a location for civic and cultural facilities;
	would provide for a 'learning hub' to extend learning provision in the town;
	8. reduce the visual dominance of St. Michael's Road by environmental enhancement and an improvement in the pedestrian environment; and
	9. improve the urban environment by redeveloping visually poor areas, retaining and enhancing greenspaces, creating new spaces, squares and public art, and undertaking street tree planting, and improved lighting and street furniture, on the main routes in and around the centre."

	the section in Chapter 5 headed <u>Area Action Plan: Land Around Milton Creek</u> , starting at age 131, make the following changes:	
Change No. 7	Delete paragraphs 5.8.1 to 5.8.21 and Policy AAP8 and replace with the following:	
	"5.8.1 This Area Action Plan (AAP) comprises some 75 hectares of land and buildings immediately to the north of the Area Action Plan for Sittingbourne town centre. It represents a major strategic regeneration zone for residential, commercial, retail and leisure development for this Local Plan period and beyond. Importantly, together with the adjoining town centre AAP, it will deliver an increase in the quantity and quality of the town's retail offer necessary to enhance Sittingbourne as a destination for shopping and leisure based visits. This AAP will also provide a basis for guiding some of the investment being made in the town as a result of the Government's "Sustainable Communities Plan".	
	5.8.2 The redevelopment of the AAP area will present many issues, and these need to be identified at an early stage. In particular, there are many landowners in the AAP area and the Council's objectives can only be met with their co-operation. Although land assembly will be led primarily by private sector interests working together, it may be necessary for compulsory purchase powers to be used to ensure that the Council's objectives for the area are secured. To facilitate this, and to ensure that the development of the area proceeds in a co-ordinated and comprehensive fashion, a detailed Master Plan will be prepared by the Council to guide development.	
	5.8.3 Crucial to the success of the development, and the continued vitality and viability of the town centre, is the need to develop strong links to the adjacent town centre AAP. For the area to be properly integrated with the town centre, there must be provided, as a priority, strong pedestrian, cycle and public transport links between the two. Securing integration with the town centre, though, must go beyond simple physical connection. In particular, the future role of the railway station must also be addressed, not only in terms of the need to enhance its role and physical appearance so that it can function as a proper transport interchange, but in the way that car parking is planned in and around this area, including any demands arising from the likely new CTRL domestic services, and the balance of that provision both sides of the railway. Finally, the nature of the land uses along the interface between the two AAPs – along St. Michael's Road and Eurolink Way is important. In these locations, complementary uses need to be provided on both sides of the railway to promote maximum connectivity between the two AAPs, including taking the opportunity to improve the public realm.	
	5.8.4 Policy B28 allocates land for mixed retail and leisure development that straddles both the railway and the two AAP areas. Within the Milton Creek AAP area 11.7 hectares of land is proposed for retail and leisure development, whilst within the town centre the Policy proposes the expansion of the Forum Centre. Together, these two developments will create a new north/south retail, leisure and commercial axis that will provide both a land use and physical connection between the Milton Creek AAP and the High Street. A fundamental part of this development, therefore, is the provision of a high quality and substantial pedestrian and cycle crossing of the railway, either under or over. Such is the importance of the need to secure this connectivity, the whole area covered by Policy B28 needs to be addressed as part of the Master Plan to be prepared for the AAP area.	
	5.8.5 Whilst the proposed retail and leisure development will provide significant new employment, the type of jobs created will clearly be of a different nature to	

those currently provided within the AAP. It is the Council's objective to retain the jobs currently provided within the AAP, as far as possible. Whilst opportunities for relocation to other existing or proposed employment sites exist, for some finding an available alternative site will be difficult. Therefore to ensure that existing companies are retained, the Council will require the developers to provide new employment units, of an appropriate size and type, on site, and that financial support is provided for the relocation of existing businesses within the Borough. Some assistance with this from regeneration agencies may be available.

5.8.6 The provision of live-work units may also be a further initiative to diversify the economy if a balanced, mixed, and sustainable new community is to be created with new homes located close to jobs. However, the Council will expect the developer to explore opportunities to provide other non-retail and leisure commercial premises within the development.

5.8.7 The redevelopment of the area also presents opportunities to enhance both the existing tourist attractions and to 'celebrate' the area's association with the creek and its barge and brick building heritage. This could be done both through the design of the development, through public art and by the provision of additional tourist attractions.

5.8.8 As the largest single allocation in the Local Plan in Sittingbourne, the AAP has an important role in meeting the town's future housing needs, and contributing towards the objectives of Thames Gateway, both for this Local Plan period and beyond. If further greenfield sites are to be avoided, then a very significant housing contribution from this AAP must be delivered.

5.8.9 The precise number of dwellings to be accommodated will need to be determined through the Master Plan process, but the Council considers that the overall capacity of the area would be at least 1,000 new homes. This number is achievable because given the area's location, and with an imaginative design approach, high densities are appropriate. This may mean that taller buildings would be considered. Development on this scale, however, will inevitably take time to complete due to land assembly, business relocations, and highway constraints. It is possible therefore that only 500 dwellings would be provided during the Plan period.

5.8.10 The full range of housing types would be expected here, including a significant proportion of affordable homes – perhaps 40%. The area also presents the opportunity to provide for innovation in housing design, particularly in the area of energy conservation and the Council will look to promote a proportion of the housing to be provided with such features.

5.8.11 Improved transport infrastructure will be the means by which the potential of this area is unlocked. Without existing problems being tackled, development will at best be delayed, and at worst not possible. The most pressing of the problems is the capacity of junctions in and around the town centre - especially those at Crown Quay Lane and St. Michael's Road, Eurolink Way and Crown Quay Lane, and Eurolink Way and Milton Road. The provision of the Sittingbourne Northern Relief Road, particularly the crossing of the creek and the provision of a direct connection to the A249, is likely to be necessary for the release of much of the development potential from this site. However, this would need to be determined by a Transport Impact Assessment. In any event, the full development potential of the AAP area will depend on the completion of the Sittingbourne Northern Relief Road, linking to the A2, and a significant financial contribution to this road will be required from all development proposals within the AAP in accordance with Policy T2. Additionally, the capacity of the junction at Gas Road and Mill Way, together with the restricted headroom and width of Gas Road are significant matters needing to be resolved. These will need imaginative solutions if sites in this part of the AAP are to be released for development. Allied to these transport matters will be the need for an

Air Quality Assessment.

5.8.12 A most important consideration is the establishment of physical links between the land to the north of the railway and the town centre. The inclusion of land on the northern side of St. Michael's Road presents an option to cross the railway. The use of the existing car parks and other land around the station, together with new housing and commercial development fronting St. Michael's Road, and the redevelopment of the Princes Street Depot in Eurolink Way, should all be explored through the preparation of the Master Plan. Such linkages will not only need to bring people to and from the town centre (perhaps via a Forum Square), but across the railway and Eurolink Way into this AAP to form an attractive route through to the creekside. Additionally, direct links between the new development the existing Sittingbourne Retail Park and the wider town need to be made.

5.8.13 Other transport measures will also need to be explored. These might include the early funding of additional public transport services, including possibly a bus shuttle service between the AAP and the town centre. A creekside path should be promoted enabling the Saxon Shore Way and National Cycle Route to pass through a more attractive environment. Other pedestrian and cycle links between the various components of the scheme, with links to the town centre and existing residential areas, will be required, as will new or improved pedestrian crossing points along Eurolink Way and Mill Way.

5.8.14 Development of this AAP, especially for housing, will generate demands for community services and facilities. The extent to which these services and facilities will be provided on site, or by way of developer contributions, will need to be addressed in the Master Plan following consultation with service providers. Possible future needs are likely to include facilities for education and health provision, as well as substantial areas of public open space.

5.8.15 These proposals, in their totality, will fundamentally alter the central part of Sittingbourne in a way that has not been seen before. Importantly, there is the opportunity to significantly upgrade the natural and built environment in a part of the town where its quality is not what it should be. There is potentially much to be gained, but the wrong form of development, mix of uses, or an 'anywhere' design, would mean that this opportunity had been missed. The Council will also look to the developers to incorporate aspects of more sustainable forms of building layout and design as advocated by Policy E21. There is also an opportunity here to consider meeting the development's energy needs using Combined Heat and Power. Overall, the Master Plan will need to give a strong lead on design issues and the Council will also encourage use of the Regional Design Panel to begin that process.

5.8.16 More specific environmental issues to be addressed include the treatment of the 'Bourne' stream where greenspace could be created and parts of the stream unculverted. A particular issue that should be addressed by the Master Plan is the absence of open space in the area and proposals should look to include an important new area of greenspace, and how the development can contribute towards providing a green grid.

5.8.17 One matter affecting the attractiveness of the whole area relates to an undeveloped area of land known as Craft Marsh located on the north bank of the Creek. The site forms a visually prominent break from development and is the last undeveloped area facing the creek close to the town centre. It is also an area important for biodiversity. A planning permission to reclaim the land for storage purposes has now expired. Development of the land could result in the loss of this area for flora and fauna and potentially be a visually unattractive distraction to the regeneration proposals envisaged for the surrounding area. It is the Council's view that the priority should now be to retain this site as an area for biodiversity and

amenity as part of the overall development proposals.

5.8.18 The question of flood risk in parts of this AAP is a major consideration. The Master Plan, and subsequent site based risk assessments, will refine the degree of risk. For those parts of the site at high risk, the Council will be seeking appropriate improvements to the current defences.

5.8.19 Environmental enhancement should also be used to help integrate the area with the town centre. Echoing the theme from the town centre AAP, the use of treelined streets, lighting and furniture, will create a huge difference to the environment. Therefore, developments within this action area should also provide for new tree planting in Eurolink Way, Mill Way, St. Michael's Road, and Crown Quay Lane, and within the development sites, to provide a common theme between the town centre and the new area.

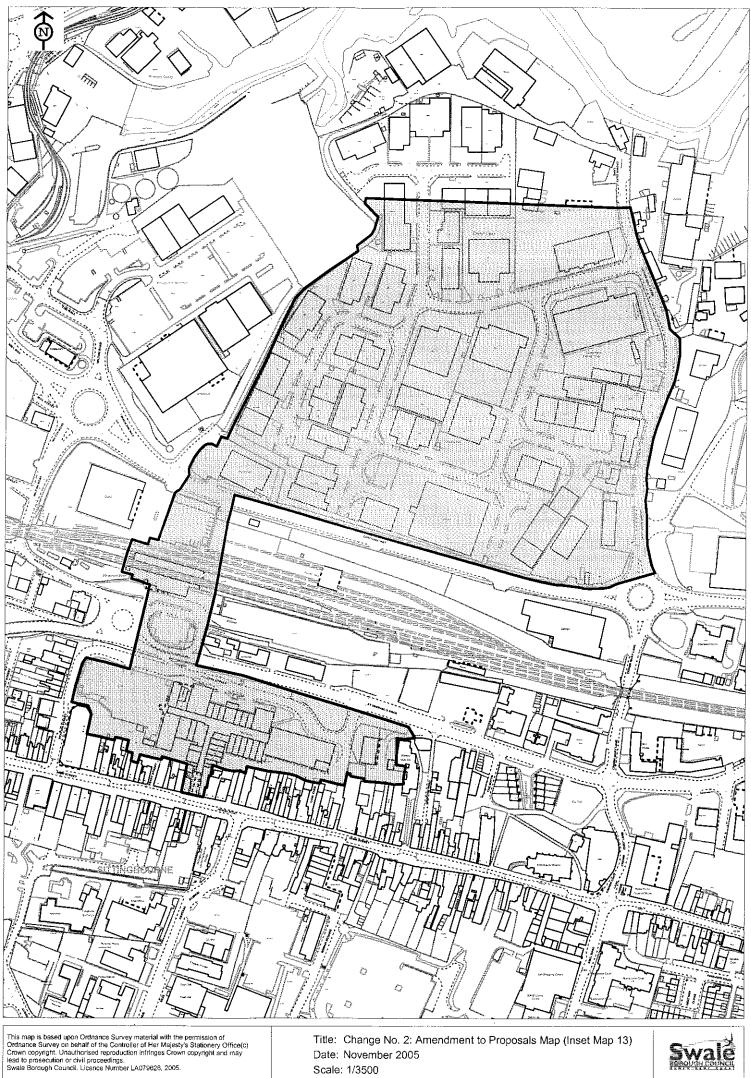
Policy AAP8

An Area Action Plan is designated on land around Milton Creek, as shown on the Proposals Map. The land within the Area Action Plan is allocated for a mixed-use development comprising new housing for approximately 1,000 new homes, new business, retail and leisure development, community facilities, public open space and environmental enhancements.

Development will take place in accordance with an overall Master Plan for the AAP, to be prepared by the Borough Council. The Master Plan will also include the whole area covered by Policy B28. The Master Plan will ensure a co-ordinated approach to development that will regenerate this part of the urban environment to complement, and link with, the town centre.

The Borough Council will require development to be of the highest standard of design, reflecting, and taking advantage of, the area's creekside location, and safeguarding the important areas of the natural and built environment.

To ensure a balanced community with access to jobs, facilities and an adequate transport network, new development will be phased alongside provision of the Sittingbourne Northern Relief Road and other infrastructure, community facilities and the provision of new employment opportunities both on-site and elsewhere."



Date: November 2005 Scale: 1/3500

